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Annual Report




ADMINISTRATIVE
SERVICES
DEPARTMENT

EDWARD T. SULLIVAN
DIRECTOR

LAWRENCE W. COSTELLO
EXECUTIVE SECRETARY





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City Document No. 2 - 1972

ANNUAL REPORT

of the

ADMINISTRATIVE SERVICES DEPARTMENT

For the Year Ending December 31, 1971

January 3, 1972

Hon. Kevin H. White
Mayor of Boston

Dear Mr. Mayor:

In accordance with the provisions of Chapter 3, Section 25, of the Revised Ordinances of 1961, we are pleased to submit herewith the eighteenth Annual Report of the Administrative Services Department for the year commencing January 1, 1971 and ending December 31, 1971.

Under the provisions of Chapter 4, Section 1, of the above-mentioned ordinances, the Administrative Services Department is in charge of a Board, known as the Administrative Services Board, consisting of an officer known as the Director of Administrative Services, who is Chairman of said Board; an officer known as the Deputy Director for Fiscal Affairs; an officer known as the Supervisor of Personnel; an officer known as the Supervisor of Budgets; an officer known as the Purchasing Agent; and the Commissioner of Assessing, the City Auditor, and the Collector-Treasurer, ex officio.

There were no changes in Board membership during the year, with James B. Goldrick, the Assistant Supervisor of Budgets, serving as Acting Supervisor of Budgets. The position of Supervisor of Budgets is still vacant and has not been filled to the present time.



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Seven formal meetings of the Board were held during the year, six in the Office of the Director and the final meeting in our Conference Room, Room 606, on the following dates:

May 4	June 2
May 11	June 9
May 24	August 19
November 30	

Informal meetings of the various Board members with the Director during the course of the year were common occurrences. Subjects and issues discussed at these informal meetings could well be classified as matters pertaining to the clarification of administration policy and problems associated with the operations and activities of one of the divisions or units of the Administrative Services Department or Assessing, Treasury or Auditing Departments. As stated in previous reports, we believe that more can be accomplished, in many instances, where important issues are not at stake, by resorting to informal meetings with department or division heads, who serve as members of this Board. Other informal meetings were held with a majority of Board members present in conjunction with our data processing operations, where past, present and future plans were reviewed and analyzed. Representatives of Keane Associates, IBM and J. R. Reilly and Company were present at these meetings, at which opinions were expressed and recommendations made regarding our present data processing operations and what we should be planning for the future.

In connection with the installation of terminals in various city departments for expediting current information, a subcommittee appointed by the Director, consisting of our Data Processing Services Director, the Deputy City Auditor and the Purchasing Agent, met on several occasions to determine which departments or agencies should be considered for terminal installations and what type of information should be made available on a current basis as an initial step in inaugurating a more thorough and expansive program in the future.

It was the consensus of Board members that we should consider favorably the hiring of a consultant to advise us on future data processing operations as we have in the past. However, in line with your austerity program, it was agreed to defer action on this matter until this year when, it is hoped, sufficient funds will be made available to hire the expertise necessary to study and review present operations with a view to possibly adopting new procedures, new techniques and new equipment in accordance with installations of modern design which are evident in many other governmental and industrial agencies at the present time. If we fail to keep in step with the latest developments and techniques in this all-important field, we would be remiss in our duties and responsibilities to both you and the public in establishing a computerized operation which should be second to none among local governments throughout the country. Accomplishments are itemized in the section reserved for the Data Processing Unit and you will note that each year the number of operations has increased substantially and should continue to increase provided we are supplied with the expertise necessary to carry out present and future plans. Written reports of consultant presentations in 1971 together with a report from our Data Processing Services Director are available for reference purposes in the Office of the Executive Secretary.

Eleven directives were issued during the year pertaining to various routine administrative matters while twelve departmental communications were prepared and forwarded to City and/or County agencies regarding new or special subjects associated with administration policy.

Council Orders passed and Resolutions adopted by the City Council were handled and processed by this Division in addition to other items and pending business relating to the Government Center Commission. A substantial volume of correspondence addressed to the Director or referred to this Division by other agencies which, in many cases, required extensive research or review, was also processed and replies thereto prepared for appropriate signatures.

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Records storage practices as detailed in previous reports and which entail utilization of storage areas located in the basement and sub-basement levels of the Annex Building, Court Street, have been continued throughout the year. As will be recalled, as a result of a comprehensive records study, performed in advance of moving to the new City Hall, many records of City departments were deemed to be so inactive and their rate of reference so infrequent that they should best be stored in the Annex Building rather than moved to the new building, thus preserving the storage areas in the new building for more active use. The proximity of the Annex Building to the new City Hall permits quick access to such records as are stored in that location and while the passage of time further reduces the rate of referral of these records, it is expected that the nature of these records is such that these storage practices will be of a permanent nature. Incidentally, it is noteworthy to mention that Professor Peter R. Knights of the University of Toronto has written and published a book (Oxford University Press, New York) based in part on research done in old records of the Assessing Department stored in the Annex Building as described above. The title of this book is "The Plain People of Boston, 1830 - 1860" and copies of this book have been presented to you and our Director. Professor Knights plans further research along similar lines in the near future.

The role of Communications Coordinator continued to be a very active one during 1971. At City Hall, approximately five hundred (500) requisitions for telephone services were processed. These requests varied from major additions or changes for a particular agency to a simple request for assistance in expediting maintenance on existing service.

The following list provides a sampling of the type of requisitions that were processed during 1971.

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<u>AGENCY</u>	<u>ACTIVITY</u>
Rent Control	Move from Quincy Market to City Hall Expand department
Division of Urban Volunteers	Fire at Quincy Market Major moves
Commission for the Elderly	New department
Manpower - Economic Development	Relocated at City Hall
Community Improvement	Change in Service Dorchester and Jamaica Plain
Public Service Careers	New department
Office of Public Service	New service Brighton and Allston
Contract Compliance	Move to City Hall
Labor Relations	Expand department Additional service required
Mayor's Office	Additional service for new personnel
Assessing	Additional service for new personnel
Emergency Unemployment	New service
Public Works	Additional service
Office of Human Rights	Changes and additions

Along with the day to day requests for telephone services, the coordinator continued to oversee the installation and implementation of new communications systems for the following major City agencies:

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<u>AGENCIES</u>	<u>ACTIVITY</u>
New Roxbury Court House	Install new system
District Attorney's Office	Install new system
Model Cities	
Grove Hall	Install new system
Jamaica Plain	Install new system
Police Department	
Dorchester	Install new system
Roxbury	Install new system
Model Neighborhood Board	Install new system

There were many major projects started in 1971 that will be carried into 1972, and even 1973, before they are completed. Some of these are as follows:

Boston City Hospital: Master Rebuilding Plan - This project dates back to 1968 but really began to take shape in 1971. The South block with three (3) new high rise buildings, (Nurses residence, Doctors residence and the Nurses education building) are fast approaching completion. In addition to these buildings construction will soon start on the outpatient facility that will span Massachusetts Avenue from the south block to the main hospital complex.

With the completion of this facility, we will see the installation of a new Centrex telephone system expanded to handle the continued growth at City Hospital.

"911" for Boston: This project was started in early 1971 as a result of a meeting between you and officials of the Telephone Company. Much of the ground work has been laid for this system and it should be operational in 1973.

School Department Consolidation into the Old City Hall Annex: This consolidation will accommodate many School Department agencies now scattered around Boston. It will of course necessitate a new centralized telephone communications system at the Annex. This is

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presently under study by the Telephone Company and we expect completion of this project early in 1973.

City Hall: As you are aware, we have experienced different telephone service problems during 1971. This, of course, prompted close coordination with the Telephone Company in attempting to correct these problems.

Most of the problems have been solved but it seems that one of the major contributing factors is simply the increased traffic at City Hall, e.g. number of incoming, outgoing and interdepartmental calls. This condition has prompted us to request the Telephone Company to do an up-to-date Centrex study. This is presently being done and we expect to report our findings and recommendations just as soon as the results of this study are made available to us.

IN-SERVICE TRAINING UNIT

Our Training Coordinator served on the Municipal Advisory Committee of the Intergovernmental Personnel Act of 1970, throughout the year. Commonly known as IPA, it has as its primary purpose to improve and strengthen state and local personnel resources and systems, through federal funding.

Late in the year, the Training Coordinator was joined by the Consultant on Personnel Affairs to Administrative Services, who had compiled, under copyright, a series of role-playing case-studies in Labor Relations.

This program was deemed so innovative that it was approved by the Governor's agent to receive federal assistance. The Deputy Director for Fiscal Affairs, City of Boston, has been designated to be the officer to receive all grants for the continuing exploitation of this program jointly sponsored by the Commonwealth's Employee Training Section, the City of Boston's Office of Labor Relations and the U.S. Civil Service Commission, under the Intergovernmental Personnel Act.

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In continuance of the policy established several years ago, the In-Service Training Unit offered as indicated:

Boston Regional Training Center U.S. Civil Service Commission

	<u>Times Offered</u>	<u>Students Enrolled</u>
<u>Supervisory and Management Courses</u>		
Supervision and Group Performance	5	12
Basic Management Techniques 1	3	12
Basic Management Techniques 11	1	4
Introduction to Supervision	4	8
Middle Management Institute	2	5
Creative Problem Solving	1	6
Design and Use of Manage- ment Information System	1	1
<u>Personnel Management Courses</u>		
Supervising the Problem Employee	1	11
The Manager and the Union	1	2
<u>Communications and Office Skills Courses</u>		
Effective Oral Presentation	4	12
Secretarial Techniques	1	1
Increasing Your Reading Efficiency	3	6

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	<u>Times Offered</u>	<u>Students Enrolled</u>
Effective English Workshop	3	4
Writing Effective Letters	1	1
Shorthand Excellence	<u>1</u>	<u>2</u>
Total	32	87

Boston College
Massachusetts Municipal Training Institute
Bureau of Public Affairs

Public Purchasing and Contracts	1	3
Municipal Assessing	1	10
Law for the Municipal Administrator	1	1
Total	<u>3</u>	<u>14</u>

Commonwealth of Massachusetts
Department of Education
Bureau of Adult Education

Algebra 1	1	1
Equivalency Certificate	1	1
Plane Geometry	<u>1</u>	<u>1</u>
Total	3	3

Bryant & Stratton Business School

Speedwriting	1	1
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Lowell Technological Institute

5 year Associate Engineering Degree (First Year - First Semester)	1
Matriculating Undergraduates	33
Associate in Business Administration	2

Administrative Services Department

DATA PROCESSING UNIT

The Data Processing Unit of the Administrative Services Department is responsible for servicing all City departments in their data processing needs. Major services are now being performed for the following departments:

Auditing

- Preliminary payrolls
- Checks
- Final payrolls
- Payroll drafts
- Deduction reports
 - Annuities
 - Credit Union
 - Union dues
 - Retirement 4 percent
- Federal and State Withholding Forms
- Quarterly detail earnings listings
- Holiday payrolls - Police and
 - Fire Departments
- Overtime payrolls - monthly

Appropriations

- Encumbrance - purchase, service and contracts
- Discount warrants and checks
- Regular warrants and checks
- Monthly
 - Appropriations statement
 - Distribution of expenditure
 - Open encumbrance report
- Terminal inquiry - Auditing, Budget and
 - Purchasing Department
- On-line Terminal System - Data
 - Processing

Public Works Department

- Maintenance water billing tape files
- Water commitment
- Water bills
- Water payments update
- Water payment listings
- Water added to taxes
- Water name/address changes
- Sewer commitment

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Sewer bills
Sewer payments
Sewer added to taxes
Statistical reports
Fire pipe commitment
Fire pipe bills

Administrative Services - Printing

Cost accounting reporting

Assessing

1971 Tax Files to Tape
Parcel number sequence listings
Bill number sequence listings
Conversion tax billing programs
Abatement Checks
Motor Excise Abatement Checks
Create 80 Column Card Files for 1971
Back Up Programs 1971 Tax Billing System
Create Parcel Number to Water/Premise
Master File
Create Test Files for 1971 - 9200 Univac
System
Conversion Betterment Files

Election and Police Listing

Jury System - Suffolk Superior Court

Police Listing System

Create (500,000) card file for
Police Listing Board

Update of file
Key punch - all changes
Listings of additions to Police
Listings

Listings of 1st-2nd-3rd Proofs
Listings of Final Proofs -
Printing Department

Police Dwelling Check List

Voting System

Listing Skell January 1 -
Election Board

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Listing proofs - voter registration
Listing final proofs -
Printing Department

Keypunch - list - supplementary
Voter List No. 1

Keypunch - list - Supplementary
Voter List No. 2

Jury Summons
Omitted police listings
Polling change cards
Jury selection system via computer
Election result system

Roxbury Court

Parking ticket system:

Keypunch - tickets
Registry inquiry files
Payment update
Summons
Dockets
Alpha-listings
Summons payments
Police letters
Registration suspensions
Disposition reports
Audit trails

Personnel System - School

Maintenance School Personnel File
Creation of eligibility lists.
Maintenance File - listings as required

Fire Department

Conversion 90 column files
Permits
Licenses
Maintenance files
Fire statistical reporting
Inventory control
Maintenance equipment system

Retirement Board

Retirement accounting system:

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- Creation balance files
- Maintenance files
- Update yearly deductions
- Retirement balance statements
- Retirement preliminary (monthly)
- Retirement checks (monthly)
- Retirement finals
- Yearly retirement report
- 1099 forms
- Statistical reports - State reimbursement

BUDGET DIVISION

The Budget Division is responsible for the preparation of the annual and all supplementary budgets as well as all subsequent revisions of items in any budgets.

The Budget Analysts, under the direction of the Acting Supervisor of Budgets, have all departmental budget requests during the year, endeavoring at all times to reduce expenditures without curtailing services.

Analysts have worked with private consultants, or individually, conducting surveys of various types with a view to reducing costs of present operations and improving efficiency in performance.

Another important phase of the Division's work is the constant surveillance of expenditures of appropriations that have been approved by Your Honor and the City Council not only to control but to determine whether the monies being dispersed are for the purposes for which they were appropriated.

In July 1971, a display terminal connected directly to the City's main Data Processing Unit was installed. This terminal allows the Administrative Services personnel to key directly into the computer to obtain up to the minute expenditures, balances, etc., for each department. By being able to check balances quickly and speedily it is possible for the budget analyst to catch accounts running low on funds and enables the analyst to take the necessary action to prevent over expenditures.

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One of the most important functions of local or national government is the budgeting of the taxpayer's money so as to comply with his wishes in the rendering of essential services. We have made definite progress in improving our present operations, but there is much to be done, as is the case in all governmental enterprises of the magnitude of a municipal operation similar to that of Boston.

The new system is called Planning-Programming-Budgeting. The principal features of this management system are:

The exact nature of important city problems are analyzed sufficiently to be thoroughly understood, with all necessary factual data compiled and assimilated so that the city management has a solid factual knowledge of the problem.

On the basis of this solid factual knowledge of the problem, concrete and specific objectives for accomplishment are established, not just for one year but rather for a 5-year period. These objectives are not generalizations, but, if not expressed in quantitative terms, they are at least sufficiently concrete so that a quantitative measurement of progress towards these objectives can be determined.

The current operating programs which the city government is carrying on in an effort to combat the important city problems were analyzed to determine their complete cost, and to establish their degree of effectiveness in quantitative terms and in terms of the previously established long-range objectives. This analysis drew together the operating programs which were directed towards the same problems, even though those programs may be carried on by several different departments.

Extensive effort was devoted to determining if there were alternative operating programs which might have a greater degree of effectiveness in accomplishing the long-range objectives, or which might be equally as effective as current programs but at less cost. The costs and effectiveness of these alternatives were estimated as accurately as possible.

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The city management decided on a long-range program plan taking into account all of the intangible factors which were considered in management decision-making. This long-range program plan covers a five-year period, and provides the basis for all budgetary decision-making, both for the capital budget and the operating budget. This program plan also includes the contribution of quasi-public agencies such as the Boston Redevelopment Authority and Boston Housing Authority in combatting major city problems.

A reporting system was also required which records and reports to city management the actual progress toward accomplishment of the objectives in the long-range plan. The reports of progress were monitored by the city management so that corrective action was taken promptly whenever the progress was not sufficient to achieve the program objectives.

The long-range program plan was re-evaluated annually prior to preparation of the annual budgets, so that the factual data and the conclusions drawn from the analysis may be revised and refined on the basis of experience gained in the preceding year.

The second phase of the PPB System was expanded in the largest city departments; namely, Health and Hospitals Department, Parks and Recreation Department, Building Department, Library Department, Public Works Department, Police Department, Fire Department, Public Facilities Department, Traffic and Parking Department, Boston Redevelopment Authority, Housing Inspection Department and the Air Pollution Control Commission.

It would not be realistic to expect that a management system of this caliber could be developed in two years. The development of the full system will require a longer period of time. However, it was essential that the departments devote considerable time, attention and effort to the development of this system so that as much progress as possible could be made.

For maximum efficiency and impact on

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management decision-making, the development of this system was tied directly to the preparation of the city budget and governed by the budget cycle. The 1972 Budget Recommendations to the City Council incorporated all of the analysis and decision-making that the city management has produced prior to the time that the 1972 Budget Recommendations were prepared for printing.

PERSONNEL DIVISION

The Personnel Division was deeply involved during 1971, in continued progressive action in an effort to finalize a Management Development and Compensation Plan. The Management Development Council met regularly during the year and has completed various phases of the proposed Plan which will be subject to final acceptance by the Mayor. Yet to be developed is an acceptable method for implementation of the compensation plan. The evaluation of a number of positions are incomplete thus causing a delay in alignment of the whole array of management titles. Completion is anticipated late in 1972.

The Division conducted many personnel surveys during the year and by continuous surveys and studies has been able to improve its statistical records. The information contained in these records has become more and more important, especially in the area of labor relations.

A long-range program of job auditing and evaluation has been put into operation under the classification and compensation unit of the Division. In the course of time all positions within the jurisdiction of the Personnel Division will be audited and job descriptions will be amended where required to establish an official set of specifications which will be acceptable to all parties concerned.

An Office of Labor Relations was created in the Personnel Division. The office is headed by a Labor Relations Coordinator and brings into one facility the personnel who have been involved in city-wide labor relations in recent years. The Labor Relations Consultant

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is the chief negotiator for the City of Boston and County of Suffolk. The Corporation Counsel has assigned an Assistant Corporation Counsel for Labor Relations to the new office. Clerical and staff personnel have been added. The new office is located in Room 612, New City Hall. A function of the new office of Labor Relations will be Labor Relations Training for managerial employees. A "pilot" program was held in September at Hyannis. A continuing program of training using federal funds is contemplated.

HEALTH BENEFIT AND INSURANCE UNIT

With the completion of our eighth full year of operations, we look back and think of the value this fringe benefit has meant to our employees, retirees, and their dependents. In this time, paid claims for hospital and medical bills have amounted to thirty-five millions of dollars and life insurance in the amount of three and one half millions of dollars. It is apparent that if this type of protection were not available, medical and hospital costs would be an extreme hardship in many cases and prohibitive in others.

In the year 1971, effective in 1972, the Governor signed into law, two important additions to Chapter 32B. The first was to give the employees and retirees the opportunity to choose between the health program now in effect and the Harvard Community Health Plan. This fine new program will afford the employee and retiree and their dependents a more comprehensive health coverage (preventive medicine). Secondly, the City was to assume 50% of the cost of health insurance including medicare costs, for the surviving spouses of employees who retired prior to August of 1962.

Your Director of this Unit, Edward Donovan, feels that he played a part in having these additions to Chapter 32B approved, by appearing before the Legislative Committees involved, to speak in favor of their passage.

With the approval of the Mayor and the acceptance by the City Council of the Harvard Community Health Plan, it will then be a further

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function and duty of this office to bring to the employees, through group meetings, the benefits or advantages of this new plan.

Over one-half a million dollars held in the Employees Trust Fund Account, which represented the accumulation of dividends from the health and life carriers for the last several years, was distributed among the active and retired members of the program, in the following manner:

- 1/3 month - free health insurance
- 6 months - free basic life insurance
- 8 months - free optional life insurance

This "free ride" started in the month of November, and will continue for the periods mentioned above.

All of this is in addition to our regular duties of enrolling employees in the program, answering telephone inquiries, and seeing that claims are properly paid by the carriers.

We will continue our efforts to improve and expand these services when and as opportunities present themselves.

PURCHASING DIVISION

During the year 1971 this Division issued 23,269 Purchase Orders, totaling over \$16,000,000, processed 14,200 requisitions and prepared more than 700 contracts in amounts from \$2,000 to \$500,000. The Office Machine Repair Unit of the Purchasing Division handled more than 5,000 inspections, repairs and overhauls on typewriters, adding machines, calculators, etc.

The building and rehabilitation program carried on by the Public Facilities Department, especially the building of new schools, has added a substantial burden to this Division.

A partial reorganization in the buying area structure of this Division has helped meet this expanded work load but due to a limited

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personnel quota other less critical areas have suffered. The changes made are a continuation of the start in implementing the previous recommendations to professionalize the Division and with additional properly trained personnel all recommendations can be effected within the next several years.

Under the Federal Emergency Employment Act this Division has been able to acquire two additional personnel which has had a marked effect on the efficiency of our operation.

Testing and inspections still remain a problem since our limited budget does not allow for adequate checks, on sufficient deliveries, to be totally effective. We must rely on the Food and Drug Administration, the Department of Agriculture and dependable companies who maintain good quality control programs on their own items and also make quality checks on competitors.

A proposed vendor relations program has been started. Initial steps have been taken, aimed at reaching more bidders and showing them that city business can be attractive to them. A study is under way in new methods of bidding, new bid forms, new contract forms and other ways to make it easier to do business with the City.

As in other years it is strongly recommended that the Purchasing Division be further reorganized and more adequately staffed so that it can accomplish its mission of purchasing quality equipment, supplies and materials at a minimum cost to the taxpayer.

PRINTING SECTION

A comparative statement for 1970 - 1971 is presented below:

<u>1970</u>	<u>1971</u>	<u>Increase/Decrease</u>
<u>Permanent Employees</u>		
\$645,600.97	\$749,558.89	\$103,957.92

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<u>1970</u>	<u>1971</u>	<u>Increase/Decrease</u>
	<u>Overtime</u>	
\$ 54,395.81	\$ 41,796.84	\$ 12,598.97*

20-Contractual Services

71,950.33	78,923.36	6,973.03
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30-Supplies & Materials

96,145.89	98,608.91	2,463.02
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40-Current Charges and Obligations

11,832.47	11,272.25	560.22*
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50-Equipment

5,058.98		5,058.98*
<u>\$884,984.45</u>	<u>\$980,160.25</u>	<u>\$ 95,175.80</u>

* Decrease

Office Supplies

23,533.47	25,801.83	2,368.36
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Billings for 1971 are listed below

Printing	\$774,557.96
Office Supplies	23,810.92
Steam	<u>2,200.00</u>
Total Billings	\$800,568.88

The increase in personnel was due to the collective bargaining by the four unions involved, the Typographical, Bookbinders, Pressmen's and Clerk's Local 285.

Out of the 75 employees there were

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6 retirements, 3 resignations, 9 permanent replacements were made, and 3 new positions were created.

ART COMMISSION

The Art Commission has replaced the two missing swords and has had six extras made at the same time - made of fiberglass - for replacement. The casting of the sword for the Washington Monument with replacements cost \$915 and the one for the Shaw Monument \$755. The sword has already disappeared from the Shaw Monument. The Shaw Monument was cleaned of some five areas of paint in the spring, both bronze and marble being smudged.

A marker for the First Cattle Market in Brighton, where General Washington provisioned his troops, was restored with a new tablet.

Consideration has been given to replacing the statue of Governor Winthrop, which had to be removed from the site on Marlborough Street after the fire in the First Church. The Boston Redevelopment Authority would like to place it at the corner of School and Washington Streets.

Boston has always enjoyed a high standard among the large cities of the country and the world in its appreciation of the arts, and it is comforting to know that personages of high caliber in this particular field have been selected to take charge of this important function of government.

The members of the Commission include the following:

Nelson W. Aldrich, Chairman, nominee of the Massachusetts Institute of Technology, term expiring May 1, 1974.

William B. Osgood, nominee of the Trustees of the Boston Public Library, term expired May 1, 1970.

Margaret Fitzhugh Browne, nominee of the Copley Society of Boston, term expiring May 1, 1972.

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Stephen D. Paine, nominee of the Museum of Fine Arts, term expiring May 1, 1973.

Marvin Goody, nominee of the Boston Society of Architects, term expired May 1, 1970.

David McKibbin, 10-1/2 Beacon Street, Boston, employed as a clerk on a part-time basis.

CONCLUSION

There were many changes and innovations in the Boston municipal administration field during the past four years, which marked your first term as Mayor of Boston. Many of these innovations came about as a result of your desire to bring government operations closer to the people and to give the people as many of the services to which they were entitled as our fiscal situation would permit. Many were suggested by the enactment of federal legislation. Many were necessitated by the deterioration of our physical plant over a long period of time -- a condition under which no municipality can operate efficiently.

Although you are thoroughly familiar with changes made and improvements realized, we nevertheless feel it only proper that we list a few of the major administrative innovations, several of which have stimulated interest throughout the Commonwealth and country and have regenerated a faith in our future that is implied in your 1972 Inaugural Address wherein you stated: "We are one city in America that has great capacity and greater opportunities than we have ever allowed ourselves to believe."

The following listing includes many segments of municipal operations which were unheard of in Boston's municipal history prior to 1968. It also includes existing projects and programs that have been accelerated during the past four years:

.....The opening of 16 Little City Halls throughout the City to render services to the people on a local basis, in addition to a 24-hour public service office located in the main City Hall

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-The inauguration of "Summerthing" Programs for the enjoyment of the young and aged
-The inauguration of a Commerce and Manpower Department for the expansion and development of our economic climate
-The creation of a Commission on Affairs of the Elderly for the benefit of our Senior Citizens and an information center for their needs
-The establishment of a Conservation Commission to provide a more liveable environment in the City
-The establishment of an Office of Human Rights to safeguard the Constitutional rights of all citizens, especially minority groups
-The establishment of a Rent Control Commission to protect the public from illegal rent increases
-The establishment of a Public Service and Information Center in the lobby of City Hall
-The establishment of a Labor Relations Office to handle collective bargaining agreements and to resolve matters pertaining thereto
-The establishment of a Consumers Affairs Council to protect the public from unfair charges for services rendered or goods purchased
-The establishment of a Coordinating Council on Drug Abuse to assist those in need of medical attention attributed to drug addiction and to educate the public in the hazards and dangers connected therewith
-The establishment of a Safe Streets Advisory Commission to supplement our police activities in the fight against crime
-The establishment of an Air Pollution Control Commission to oversee and control

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problems pertaining to the pollution of the atmosphere

Agencies that were established, in the main, through federal legislation and grants, include the following:

- Emergency Employment Unit
- Model Cities Department
- Manpower Planning Unit

In addition to the many new programs initiated during the past four years, several other areas of municipal administration have been expanded, improved or developed which deserve mention here because of the time and energy expended to make services to the people more meaningful and efficient than in the past. To mention a few, the construction of many new schools and the refurbishing of many of our older school buildings; the updating and expansion of our data processing operations; substantial increases in hospital revenues; expansion of street lighting programs; the establishment of citizens planning groups in every section of the City; the first patient-care construction in three decades initiated at City Hospital; three new libraries constructed; a new police station constructed at Fields Corner in the Dorchester District; a recreation center for the handicapped initiated; price reductions for Senior Citizens initiated, which included transit fares, meals and theaters; reconstruction of many streets and sidewalks throughout the City, including the planting of trees, installations of traffic lights and pedestrian walks; "Action 70" Master Plan initiated which, over a five-year period, will provide new recreation opportunities for children, teenagers, the elderly and the handicapped; a tiny tots recreation program initiated for children between the ages of 3 and 5; the establishment of a Housing Court to crack down on negligent landlords; 6,500 new housing units erected or in the process of being erected for low and moderate income families; community improvement programs expanded to seven additional neighborhoods; reduced rents for the elderly residing in federally-sponsored housing

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developments; \$5.5 million dollars in back taxes recovered through the creation of a tax force designed to crack down on delinquent taxpayers; a family health center incorporated at the City Hospital where teams of doctors, nurses and family health workers will serve as the family doctor for 2,000 families who are frequent users of the out-patient department; sweeping changes in building inspection procedures proposed to place greater and more explicit requirements on the owners of buildings; a sickle-cell program initiated for screening, education and research at City Hospital; the expansion of hot lunch programs in Boston Schools; and the installation of an all-electronic system to control traffic in the downtown area of the City.

Although many of the above actions were not the results of Board deliberations and many can be attributed to suggestions or recommendations initiated by you or other City officials, we nevertheless feel that as an administrative body we have contributed in some measure to the establishment and formation of policy either through direct or indirect efforts on a number of occasions. We are hopeful that accomplishments in the past 4 years will be surpassed by similar and more progressive accomplishments in your second term. As you know, we are anxious to participate and cooperate in every way in reaching the challenging and projected goals which you have established for Boston's future.

Respectfully submitted,

Edward T. Sullivan, Chairman

Director of Administrative Services

Richard E. Wall

Deputy Director for Fiscal Affairs

Theodore V. Anzalone, Commissioner of Assessing

Kevin P. Feeley, Purchasing Agent

John F. Fitzpatrick, City Auditor

Duncan T. Foley, Supervisor of Personnel

James B. Goldrick, Acting Supervisor of Budgets

Edmund W. Holmes, Collector-Treasurer

Lawrence W. Costello
Executive Secretary

Section II

ANNUAL REPORT

of the

PUBLIC SAFETY COMMISSION

1971

Edward T. Sullivan
Chairman

Lawrence W. Costello
Executive Secretary

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January 7, 1972

Hon. Kevin H. White
Mayor of Boston

Dear Mr. Mayor:

In accordance with the provisions of Chapter 3, Section 25, of the Revised Ordinances of 1961, we are pleased to submit herewith the seventeenth Annual Report of the Public Safety Commission for the year commencing January 1, 1971, and ending December 31, 1971.

The chief function of this Commission under the provisions of Chapter 203, Acts of 1959, as amended by Chapter 194, Acts of 1961 and Chapter 656, Acts of 1965, is to coordinate the work of all departments concerned with public safety, to the end that there may be efficient and concerted action by said departments, particularly in times of emergency and/or disaster. Under the provisions of Chapter 4, Section 9, of the Revised Ordinances of 1961, this Commission is an integral part of the Administrative Services Department.

The members of this Commission, including the Executive Secretary to this Commission, serve without compensation and without an appropriation of any character, thereby obviating the necessity of submitting a financial statement covering expenditures.

In accordance with statutory requirements, regular meetings were held monthly during the year 1971 either in the Conference Room, Room 606 or the Executive Secretary's Office, Room 609, City Hall, on the following dates:

January 20	July 21
February 17	August 18
March 24	September 22
April 1 - 21	October 20
May 19	November 10
June 23	December 15

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Although the Committee on Licenses is a subcommittee of the Public Safety Commission, its functions and operations are carried on within the Building Department, in accordance with the provisions of Section 2, Chapter 203, of the Acts of 1959, and a report on its activities for the year will be contained in the Annual Report of the Building Department.

There were two changes in Board membership during the year, namely, William T. Noonan, appointed as Traffic and Parking Commissioner under date of January 19, 1971 VICE William R. McGrath, who resigned his position to enter private industry; and James V. Sacchetti, M.D., Commissioner of Health and Hospitals, appointed officially as the Commissioner of the Department of Health and Hospitals on December 1, 1971, after serving in the capacity of Acting Commissioner from July 1, 1971, VICE Andrew P. Sackett, M.D., who resigned under date of July 1, 1971. By virtue of these two new appointments, said appointees became members of the Commission in accordance with the provisions of the Enabling Act.

As the responsibilities of this Commission are more or less limited to coordinating the functions of the various public safety agencies within the city government, and the Commission is not vested with enforcement authority in any of the areas associated with public safety, we nevertheless review and recommend for study and consideration all matters directed to our attention that apply to the health and safety of our community.

In our safety coordinating functions during your first administration as Mayor, the following subjects were explored and, in certain instances, major improvements effected in several programs already established or existing:

1. Emergency Operating Center established in the New City Hall to handle all emergencies of a major nature.

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2. Flooding and heating problems.
3. Fire drill and evacuation procedures for those housed in the New City Hall.
4. Civil Defense shelter programs.
5. Snow removal operations, including cold waves.
6. Hurricane alerts.
7. Employee safety programs.
8. Establishment of first-aid facilities in New City Hall.
9. Ambulance service for people requiring hospitalization.
10. A revised Police Alert Mobilization Plan to handle demonstrations, sit-ins and possible riots.
11. School vandalism.
12. Establishment of a Rumor Control Center in New City Hall.
13. Establishment of a Safety Program at Boston City Hospital, including fire drills on a monthly basis.
14. Overcrowding in night clubs and discotheques.
15. A crash demolition program established to raze abandoned structures.

Discussions and deliberations during the past year were focused on the following:

1. Localized flooding which caused problems for Boston residents during the early spring which resulted in the issuance of a pamphlet setting forth precautions and recommendations for home owners in the event of basement flooding.

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2. Recommendations for safety programs in certain schools that experienced disturbances during the month of March.

3. Building procedures and requirements concerning the inspection of buildings housing four or more dwelling units (extensive report from the Building Commissioner regarding these matters follows below).

4. The legislative requirement for meeting at least once a month.

5. The establishment of a safety program at Boston City Hospital.

The subjects of flooding and school safety programs demanded more than cursory examination, thereby resulting in the Chairman calling several informal meetings to alleviate tension and concern during the periods of emergency.

The Safety Committee established at the Boston City Hospital consists of some 17 members, chaired by Mr. Anderson Starr, and was established for the purpose of acquainting employees with the proper roles they should play under circumstances which may vary from simple hazards to patients and employees to routine emergency services and more particularly a major disaster. A comprehensive safety program concerning activities and practices of personnel and patients, as well as check list for use in periodic inspections of the physical plant and accompanying hazards, have been important phases of the program.

Fire Department officials have been guiding and advising personnel and committee members of the various safety factors involved in overall hospital safety administration, which has proven most helpful in alerting hospital officials and personnel to many facets of fire prevention of which they were unaware prior to the establishment of this committee.

We are incorporating herein the Building

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Commissioner's report prepared in response to an Order of the City Council requesting information concerning the inspection of buildings housing four or more dwelling units. We are including questions and answers, as the Commissioner's report is most informative and brings to light many misconceptions regarding building and safety requirements presently in existence under the Boston Building Code:

1. The requirements as to the type of exits, egress and number of exits and egress in buildings housing four or more dwelling units:

- (a) as to buildings constructed prior to January 1, 1970.
- (b) as to buildings constructed under the present building code.

All egress must be free and unobstructed by all doors, corridors, foyers and stairways leading as directly as possible to and discharging into the street, public ways or right of ways and open spaces leading to a street or into an exit court or passageway leading into a street or into an approved open space with access to a street.

2. The requirements regarding type of construction in buildings housing four or more dwelling units:

- (a) as to buildings constructed prior to January 1, 1970
- (b) as to buildings constructed under the present building code.

(a) The requirements regarding types of construction in buildings housing four or more dwelling units constructed prior to January 1, 1970 can better be answered by using a cut off period June 30, 1970. It should be noted that a building owner had a

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choice of using the so-called new building code and the old building code for the period July 1, 1970 and June 30, 1971. For the purpose of this discussion I shall answer these questions with respect to the old code which was essentially passed in 1938 with numerous amendments by ordinance at subsequent dates which have been incorporated.

The old code provides: Type of construction requirements for Group H occupancy which is so called Unlimited Habitation and Large Dwellings is that for fireproof building there is no limitations as to the number of stories and there is no maximum area limitations on the number of square feet for a fireproof building. Type 11, a semi-fireproof building is limited to ten stories of 12,000 square feet total. A Type 111 building known as a mill type or heavy timber construction and has a limitation of three stories not to exceed 8,000 square feet total. A Type 1V building is constructed of a wood frame and brick veneer and is limited to three stories with 6,000 square feet per story. A type V building which is light weight steel building is not allowed. A type VI building which is a wood frame and wood clapboard or siding is limited to three stories with a maximum area of 2,400 square feet. There are other limitations of these buildings all of which can be found in Part 10, Section 1001 of the old City of Boston Building Code. There are voluminous descriptions on pages 69 through 76 of this text.

(b) As to building construction under the present building code these are put in what is known as an occupancy Group L-2, residential, apartments, dormitories, etc. These buildings are divided into four very broad types. The first of which is fireproof construction, Type 1 and has no restrictions as to height and area. The second type is a non-combustible Type 2, which has two subdivisions, Protected and Unprotected. In the Protected, Type 2A may be as high as 10 stories or 100 feet with a total floor area no greater than 22,800 square feet. At the most restrictive end of this scale we have a non-combustible, non-protected Type 2C

which limits such structures to three stories no higher than forty feet with a maximum of 9,600 square feet. The third type is a Type 3 which has exterior masonry walls divided into three sub sections. The least restrictive part of this section is known as a mill type construction or heavy timber, Type 3A. It limits such a building to four stories, forty feet high, with a total of 9,600 square feet. Type 4 is a wood frame type building and is divided into two groups protected and unprotected. 4A may be three stories, forty feet high, with a maximum of 10,200 square feet. The second category is an unprotected frame; type 4B no higher than 2-1/2 stories or thirty-five feet and a maximum square footage of 4,800 square feet.

3. Other safety requirements under the Building Code governing buildings housing four or more dwelling units as regards to prevention of fire or to curb damage by fire, such as requirements for sprinklers, fire extinguishers, etc.

Buildings of four or more dwelling units must be equipped with automatic sprinklers if:

1. The building has two or more families above the first story. (Sect. 1001 - Div. 2).
2. The building is Type 1 or 11 construction (old code definition and is more than six stories high). If any other type construction over three stories in height, (Sect. 1008 (a)).
3. In all qualifying cases, as above, sprinklers are required in cellars, basements, workrooms, shops, storerooms and kitchens (1008 (c)).
4. When the building is over 70 feet in height, Fire Department and first aid standpipes are required. (Sect. 1008 (c)).

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5. Fire extinguishers or first aid hoses are required in the number of one extinguisher for each 2500 square feet of floor area and at least one in each story, if the building contains more than 5,000 square feet or is more than six stories high.
(Sect. 1008 (c))

4. Whether or not there is at present any General Law, City Ordinance or Regulation providing for mandatory inspection by a Building Inspector of buildings housing four or more dwelling units for the purpose of ascertaining compliance with applicable Building Codes.

No ordinance exists in such specific language. I am drafting a similar ordinance.

5. Whether or not the City of Boston has ever had a program requiring periodical inspection of buildings housing four or more dwelling units for the purpose of ascertaining compliance with the applicable Building Codes.

No, but an ordinance is in preparation for such a purpose.

6. The procedure available to any member of the public wishing to report a violation.

The general public may report a Code violation by any of the following:
telephone, correspondence or personal visit.

1. Building Department
2. Fire Department
3. Housing Inspection Department
4. Little City Hall

7. Enumerate the steps taken by the City upon receipt of a complaint of a violation of the Building Code.

The following are steps taken by the City upon receipt of a complaint:

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1. Received by the Building Department.
2. Forwarded to appropriate Building Department Division.
3. Inspected to determine exact extent of complaint.
4. Violation of law if there is one filed by inspector sighting specific building code section violated.
5. Verify ownership at Registry of Deeds.
6. Written notice to owner with orders to correct.
7. Court action if owner fails to comply.
8. Demolition if condition warrants.

The need for monthly meetings of the Commission has been an issue for several years with previous Commissions and the present Commission advocating that this requirement be either minimized or abolished. As the function of the Commission is limited to coordination rather than enforcement coupled with the fact that the Chairman, who is also Director of Administrative Services, has the power to call a meeting at his pleasure or whenever an emergency may exist, it has been the contention since 1963, or 4 years after the passage of the Enabling Act, that monthly meetings should not be a requisite to coordinate the activities and functions of the various public safety agencies in times of emergencies. We have had exceptional success in coordinating public safety functions, especially in times of emergencies, and feel that meetings on a quarterly basis and/or in emergency situations are sufficient to serve the purpose for which the Commission was established. In this connection, we recommended to you such a change in the existing

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law and we are hopeful that affirmative action will be taken on this question during the Session of the 1972 General Court.

The increase in crime, the increase in fires and false alarms, the drug problems and air and water pollution are all matters which require the cooperation of the general public in correcting deficiencies and decreasing the number of occurrences. Although these problems are national in scope rather than local, it is more or less agreed that unemployment throughout the country has contributed much or more to present conditions than any other factor. We have had excellent street lighting programs and educational programs for the young during the past four years to fight the evils of crime but there is much more to be done. We are thoroughly in agreement that additional financial assistance on both the federal and state levels is imperative if we are to continue productive programs in the field of public health and safety.

It is interesting to note that the latest crime statistics compiled by the FBI for the year 1970, published the latter part of 1971, indicated that Boston rates more than favorable when comparing figures with some of the other cities throughout the country with similar populations. For example, statistics for the three major crime categories indicate that Boston has not been as prone to crime as many would lead us to believe. The following FBI schedule speaks for itself and, although it is not a record of which we should be proud, it is nevertheless enlightening:

Crime in the United States for 1970

Aggravated Assaults

Dallas	4399
San Francisco	3020
Baltimore	7159
BOSTON	1627

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Homicides

Cleveland	271
St. Louis	266
Baltimore	231
BOSTON	114

Robberies

Washington, D.C.	11,816
Baltimore	10,965
San Francisco	5,881
BOSTON	3,371

Statistics for 1971 are not available at the present time but we are hopeful that our position will have improved during the past year.

We should continue our efforts in the public safety field in the same manner as we have in the past in spite of our limitations and regardless of any changes in monthly meeting requirements as proposed.

Respectfully submitted,

Edward T. Sullivan, Chairman
Director of Administrative Services

Walter J. Cameron
Dir. of Civil Defense

Edmund L. McNamara
Police Comm'r

Joseph Casazza
Public Works Comm'r

William T. Noonan
Comm'r of Traffic
and Parking

James H. Kelly
Fire Comm'r

William H. Ohrenberger
Supt. of Schools

Joseph C. Kelly
General Manager, MBTA

James V. Sacchetti, M.D.
Comm'r of Health and
Hospitals

Richard R. Thuma, Jr.
Building Dept. Comm'r

Lawrence W. Costello
Executive Secretary

